DOCUMENT RESUME

ED 319 892 CE 054 671

TITLE The Impact of State Policy and Practices for Education for Employment. Report 24.
INSTITUTION Illinois State Council on Vocational Education, Springfield.
PUB DATE 8 Mar 89
NOTE 28p.
PUB TYPE Reports - Evaluative/Feasibility (142)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Advisory Committees; Competition; Economic Development; *Educational Improvement; Educational Planning; *Educational Policy; Educational Practices; *Education Work Relationship; Futures (of Society); Job Training; Labor Force Development; Postsecondary Education; School Business Relationship; Secondary Education; *State Boards of Education; State Programs; *Statewide Planning; *Vocational Education
IDENTIFIERS *Illinois

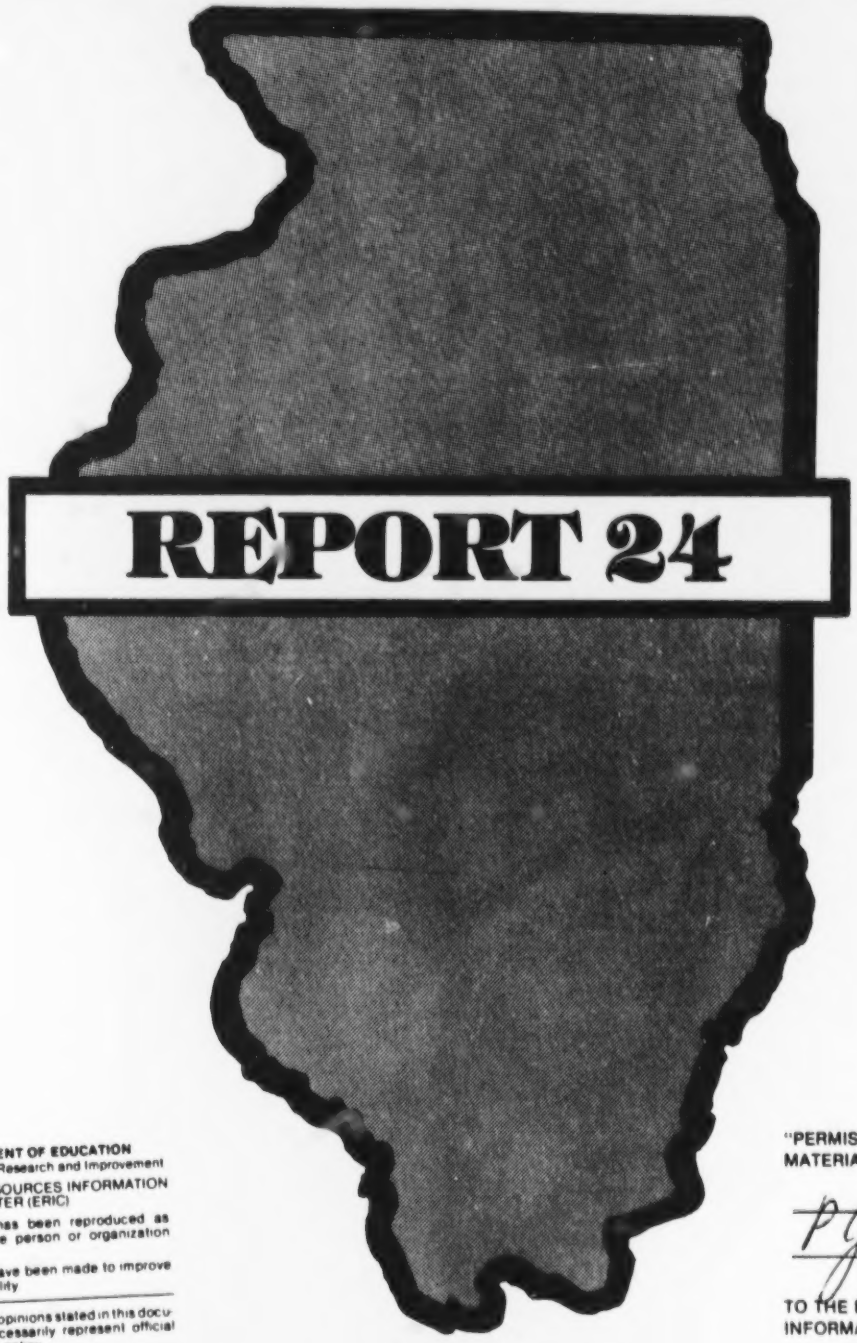
ABSTRACT

This report of the Illinois Council on Vocational Education for 1987-88 is 1 in a series of 25 technical reports prepared to fulfill mandates of the Carl D. Perkins Vocational Education Act. It focuses on policies needed to strengthen vocational education programs, specifically the Illinois State Board of Education's education for employment initiative. The report traces the historical development of the initiative and offers advice to the board on policies that may improve/expand it. It suggests several options for refocusing the implementation of that policy: (1) identify clearly those skills that all students must possess in order to prepare them for their future work roles and bring teachers together in the high schools to address these skills; (2) improve and expand those aspects of State Board of Education and Illinois Board of Higher Education relationships that will prepare new teachers for positions in secondary and postsecondary settings; and (3) involve the private sector in modernizing education for employment programs by using advisory councils in all regions with membership representative of the regional work force. The council considers these options, while dramatic in their scope, critical to the long-term success of the State Board's education for employment initiative. (KC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED319892

The Impact of State Policy and Practices for Education for Employment



U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

P Johnson

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

ILLINOIS COUNCIL ON VOCATIONAL EDUCATION
1987-1988

This report is one in a series of 25 technical reports prepared to fulfill mandates of the Carl D. Perkins Vocational Education Act, 1984.

CE 054671

BEST COPY AVAILABLE

TECHNICAL REPORTS
1987-1988

Technical reports of the Illinois Council on Vocational Education in this series designed to fulfill the requirements of the Carl D. Perkins Vocational Education Act, 1984 include:

Report 1 ICoVE's REVIEW OF THE STATE PLAN FOR IMPLEMENTING EDUCATION FOR EMPLOYMENT IN ILLINOIS FY 89-90

Report 2 DIALOGUE WITH EDUCATIONAL LEADERS: IMPLICATIONS FOR POLICY

Report 3 ADVICE TO THE PRIVATE SECTOR

Report 4 DISTRIBUTION OF VOCATIONAL EDUCATION FUNDS

Report 5 ACCESS OF TARGETED POPULATIONS TO QUALITY VOCATIONAL EDUCATION

Report 6 EVALUATING VOCATIONAL EDUCATION PROGRAMS IN ILLINOIS

Report 7 PRIVATE SECTOR INVOLVEMENT IN VOCATIONAL EDUCATION

Report 8 IMPROVING VOCATIONAL EDUCATION QUALITY

Report 9 ACADEMIC FOUNDATIONS AND APPLICATION OF TECHNOLOGY

Report 10 REDUCING THE LIMITING EFFECTS OF SEX-ROLE STEREOTYPING

Report 11 PREPARING AND MAINTAINING WORKERS

Report 12 SERVING ECONOMICALLY DEPRESSED AREAS

Report 13 SUPPORT SERVICES FOR STUDENTS

Report 14 CONSUMER AND HOMEMAKING EDUCATION

Report 15 JTPA 8% FUNDS

Report 16 ADEQUACY AND EFFECTIVENESS OF JTPA

Report 17 PERCEPTIONS WHICH AFFECT COORDINATION BETWEEN JTPA AND VOCATIONAL EDUCATION

Report 18 TECHNICAL COMMITTEES AND ILLINOIS CURRICULUM

Report 19 EDUCATION FOR EMPLOYMENT: WHAT'S WORKING? WHAT'S NOT?
(Public Hearings Report)

Report 20 PROGRESS TOWARD IMPLEMENTATION OF THE EDUCATION FOR EMPLOYMENT POLICY
(A Survey Report)

Report 21 REGIONAL DELIVERY SYSTEMS: OPINIONS EXPRESSED BY BOARD MEMBERS AND ADMINISTRATORS (A Survey Report)

Report 22 EFFECTS OF THE ICoVE 1986-87 STUDY OF THE COORDINATION OF JTPA AND VOCATIONAL EDUCATION

Report 23 PERCEPTIONS RE: ADEQUACY AND EFFECTIVENESS OF CARL D. PERKINS ACT PROGRAMS IN ILLINOIS WITH IMPLICATIONS FOR LEGISLATION

Report 24 THE IMPACT OF STATE POLICY AND PRACTICES FOR EDUCATION FOR EMPLOYMENT

Report 25 CORRECTIONAL EDUCATION: A WAY TO STAY OUT (sub series)
- Monitoring and Evaluating the Services for Correctional Inmates (25A)
- Recommendations for Illinois with Supporting Statements (25B)
- Recommendations for Illinois and a Report of the Anderson Study (25C)

ILLINOIS COUNCIL ON VOCATIONAL EDUCATION

100 ALZINA BUILDING • 100 NORTH FIRST STREET • SPRINGFIELD, ILLINOIS 62702-5186 • PHONE 217/782-2892

GERALD W. SCHMIDT, Chair
Training & Public Affairs Manager
Caterpillar, Inc.
Aurora

PETER JOHNSON
Executive Director

CAROL J. MOELLMAN
Assistant Executive Director

Robert M. Beckwith
Manager, Education & Small Business Departments
IL State Chamber of Commerce
Chicago

Hartzel L. Black
Dean, Correctional Education
Vienna Correctional Center
Vienna

Ronald Borelli
President
CBM Computer Center and James F. Cahill, and Co.
Peru

James E. Denny
Director, Organization/Human Resource Development
International Minerals and Chemical Corporation
Mundelein

Marie Malnauskas
Conference Coordinator
SIU, Div. Continuing Education
Carbondale

Ina Minsky
Career Counselor
Jewish Vocational Service
Skokie

Ronald C. Morehead
Field Representative
IL AFL-CIO Manpower Program
Bloomington

Dr. Joseph C. Pland
President
Highland Community College
Freeport

Gordon L. Ropp, Past Chair
State Representative
Bloomington

Valee L. Salone
Executive Director
Nia-Comprehensive Center for Developmental Disabilities
Chicago

Mary Beth Stine
Vocational Director
Flora High School
Flora

Gerald M. Sullivan
Secretary-Treasurer
Chicago Journeymen Plumbers' Local Union #130
Chicago

DATE: March 8, 1989

TO: Governor James R. Thompson
Illinois State Board of Education
The Business Community
The General Public

Education for Employment – the policy of ISBE – for strengthening vocational programs is progressing. Regions have been established, curricula are being improved and multi-school cooperation has been established. But a host of potential benefits are yet to be achieved.

The purpose of this report is to briefly summarize the "unfinished work" encompassed in this policy. It is the hope of ICoVE that this report will support, encourage, and accelerate the efforts of all who are implementing Education for Employment.

Sincerely,

Gerald W. Schmidt
Chair

Investing in People

An Equal Opportunity Employer

REPORT 24

THE IMPACT OF STATE POLICY AND PRACTICES FOR EDUCATION FOR EMPLOYMENT

COMMITTEE MEMBERS
Hartzel Black
James Denny
Gordon Ropp
Gerald Schmidt
Mary Beth Stine

Illinois Council on Vocational Education
100 Alzina Building
100 North First Street
Springfield, Illinois 62702

1987-1988

CONTENTS

Preface. v
Executive Summary. vii

INTRODUCTION 1

NATURE AND SCOPE OF ILLINOIS' EDUCATION FOR EMPLOYMENT INITIATIVE. 3

Intensive Study of Illinois' Vocational Education Programs 3

Implementation of Illinois' Education for Employment Policy and Administrative Plan 5

THE IMPROVEMENT/EXPANSION OF THE STATE AND LOCAL EDUCATION FOR EMPLOYMENT INITIATIVE. 9

Option to Improve the Preparation of High School Youth. 10

Option to Assure Equal Educational Opportunity 11

Options to Improve the Regionally Organized Delivery System 11

Option to Address Challenges Associated with the Changing Nature of Work. 13

Options to Modernize Education for Employment Programs 13

SUMMARY. 17

ICoVE Membership

PREFACE

The Carl D. Perkins Vocational Education Act of 1984 requires several activities of State Councils on Vocational Education designed to help expand, improve, and modernize vocational education. One of the mandates being fulfilled, in part, by this report includes advising the State Board concerning policies. More specifically, the Act states the Council shall advise concerning

> ***Policies the State should pursue to strengthen vocational education (with particular attention to programs for the handicapped). [Section 112 (d)(1)(A)]***

The Act requires the Council to "advise the State board and make reports to the Governor, the business community, and general public of the State regarding these policies."

This report focuses on the State Board's policy for vocational education per se (i.e., Education for Employment Policy). In addition to this report, ICoVE addresses a number of issues in other reports of this series also having implications for policy. In Report 2, Dialogue with Educational Leaders: Implications for Policy, some educational policies not directly related to vocational education, but having the potential for impacting vocational education are reviewed.

EXECUTIVE SUMMARY

The Carl D. Perkins Vocational Education Act of 1984 established the thirteen-member Illinois Council on Vocational Education (herein referenced as the Council). The Council was established to provide advice and assistance to the Illinois employment and training community, specifically the vocational education and Job Training Partnership Act programs. While the Council's statutory responsibility involves an array of topics, one important responsibility involves advising the Illinois State Board of Education on policies needed to strengthen vocational education programs.

The Council's report on policies needed to strengthen vocational education programs focuses on the Illinois State Board of Education's education for employment initiative. The report 1) traces the historical development of the State's education for employment initiative and 2) offer advice to the State Board of Education on policies which may improve/expand the state and local education for employment initiative.

The State's education for employment initiative had its beginning in 1982 at the direction of the State Superintendent of Education. From this beginning, the Illinois State Board of Education has provided leadership during periods of intensive policy study through and including the current implementation of new policies adopted by the State Board.

The approval of a new policy statement and an administrative plan in December 1984 by the Illinois State Board of Education charted a new course for the Illinois education for employment program. The Illinois Council on Vocational Education has been actively involved in providing data and formulating recommendations as a part of its commitment to improving/expanding the State's education for employment programs and services.

After careful study, the Illinois Council on Vocational Education has concluded that neither the State Board of Education Policy Statement on education for employment nor the Administrative Plan are flawed. Problems are not of sufficient magnitude to warrant substantive modification. However, the Council has suggested several options for refocusing the implementation of that policy.

OPTION TO IMPROVE THE PREPARATION OF HIGH SCHOOL YOUTH

- Identify clearly those outcomes which all students must possess in order to prepare them for their future work roles and take appropriate measures to bring together teachers in the high schools to address these outcomes in an array of classroom and applied settings.

OPTIONS TO ASSURE EQUAL EDUCATIONAL OPPORTUNITY

- Formalize linkages at the State and regional levels with individuals and organizations providing special programs and services for high school dropouts.
- Formalize linkages at the State and regional levels with individuals and organizations providing specialized education services to youth and adults.
- Expand the scope of activity associated with providing special programs and services for limited-English-proficient youth and adults.
- Expand the scope of activity with the State's community colleges as they provide training and/or retraining to the State's adult population.

OPTIONS TO IMPROVE THE REGIONALLY ORGANIZED DELIVERY SYSTEM

- Provide leadership with representatives of the Intergovernmental Cooperation Commission and others to formulate a broad statewide policy on employment and training.
- Encourage education for employment regions to identify, on their own, creative solutions to addressing the principles of quality, access, and efficiency by providing leadership to "guide" the regions as they address these principles.

OPTION TO ADDRESS CHALLENGES ASSOCIATED WITH THE CHANGING NATURE OF WORK

- Continue to support an aggressive program of applied research and development to provide leadership to regional systems and community colleges in promoting new programs and services for youth and adults who are preparing for immediate employment or advanced education.

OPTIONS TO MODERNIZE EDUCATION FOR EMPLOYMENT PROGRAMS

- Promote use for program improvement resources available through the Carl D. Perkins Vocational Education Act to establish an annual "new program" allocation for regional systems and community colleges as a means of allowing them to support curriculum, staff development and equipment for new and emerging occupational programs.
- Encourage regions and community colleges to consider implementation of work experience programs as one means of improving the nature and scope of programs offered for youth and adults.

- Improve and expand those aspects of State Board of Education and Illinois Board of Higher Education relationships to prepare new teachers for positions in secondary and postsecondary settings.

- Involve the private sector for assistance in modernizing education for employment programs by utilizing advisory councils in all regions with membership representatives of the regional workforce.

The Council will offer advice and assistance to the State Board as it concerns detailed planning with respect to each of these options. The Council considers these options, while dramatic in their scope, critical to long-term success of the State Board's education for employment initiative.

INTRODUCTION

The Carl D. Perkins Vocational Education Act of 1984 established the thirteen-member Illinois Council on Vocational Education (herein referred as the Council). The Council was established to provide advice and assistance to the Illinois employment and training community, specifically the vocational education and Job Training Partnership Act programs.

While the Council's statutory responsibility involves an array of topics, one important responsibility involves advising the Illinois State Board of Education on policies needed to strengthen vocational education programs. As a part of this responsibility, the Council must advise the State Board and make reports to the Governor, the business community, and general public of Illinois concerning policies the State of Illinois should pursue to strengthen vocational education (with particular attention to programs for the handicapped) and initiatives and methods the private sector could undertake to assist in modernization of vocational programs. This report represents the culmination of extensive investigation by the Council in assessing crucial policy questions relative to Illinois' vocational education programs.

Dramatic policy changes initiated by the Illinois State Board of Education have had a significant effect on the State's vocational education program. In particular, implementation of the State Board's education for employment initiative has resulted in a change in the nature and scope of state and local programs and services. To its credit, the State Board should be complimented for recognizing the need for change in Illinois' vocational education programs and for actions which have been taken to create a comprehensive education for employment program in Illinois.

This report 1) traces the historical development of the State's education for employment initiative and 2) offers advice to the State Board of Education on policies which may improve/expand the state and local education for employment initiative. In preparing this report the Council reviewed State Board documents and reports which described the historical development of the education for employment policy, conducted extensive public hearings to gain insight into public perception of the education for employment initiative, and had extensive Council discussions related to education for employment policy.

NATURE AND SCOPE OF ILLLINOIS' EDUCATION FOR EMPLOYMENT INITIATIVE

The State's education for employment initiative had its beginning in 1982 at the direction of the State Superintendent of Education. From this beginning, the Illinois State Board of Education has provided leadership during periods of intensive policy study through and including the current implementation of new policies adopted by the State Board.

INTENSIVE STUDY OF ILLINOIS' VOCATIONAL EDUCATION PROGRAM

While there were several important reasons for initiating the statewide study of vocational education, the recurring issues identified by the State Advisory Council for Adult, Vocational and Technical Education provided much of the impetus for the need for vocational education reform. Advisory committees established by the State Board of Education broadened the scope of the study to examine the State Board's vocational education, employment and training, career education, and adult education offerings which prepare youth and adults for work. The term "education for employment" was coined to give this broad perspective to the study and to make recommendations to the seventeen-member State Board of Education.

More than a year of intensive study addressed crucial policy issues related to the State's education for employment program. State Board staff collected historical information and examined current programs and services; conducted research studies and contacted experts to define social, economic, and demographic conditions affecting Illinois' education for employment program; and formed interagency and external advisory committees to formulate recommendations for State Board of Education review. This period of intensive study culminated in a report to the State Board of Education in September 1983 outlining the broad parameters of the new education for employment initiative.

In accepting the study's recommendation, the State Board recognized the need for dramatic change in the State's education for employment program. The Board called for the development of a new policy statement on education for employment, as well as an administrative plan to implement the policy.

Again, the State Superintendent of Education and his staff provided leadership to address these recommendations by involving an array of public- and private-sector individuals and organizations to formulate the new policy and administrative plan. Their work culminated in a report to the State Board of Education in July 1984 recommending a new Policy Statement and an Administrative Plan intended to provide future direction for Illinois' vocational education, employment and training, career education and adult education programs.

The new policy statement on education for employment was formulated to address three principles which have guided the State Board throughout the implementation of the Administrative Plan. These principles--quality, access, and efficiency--continue to be recognized as the three most important elements framing the new education for employment initiative.

After a period of public comment and substantial discussion, the statement of policy on education for employment was adopted by the Illinois State Board of Education on December 13, 1984.

Statement of Policy

The Illinois State Board of Education affirms that an important responsibility of the system of public education is to contribute to the preparation of students for entry into employment. The Board will pursue its responsibilities in this area within the framework of the following policy.

Education for Employment programs will share in meeting the fundamental responsibilities of public education to:

a) assure that all students, whether youth or adult, attain appropriate levels of achievement in areas fundamental to their continuing development: and

b) assure that all students attain a satisfactory level of achievement appropriate to either immediate employment or advanced education in preparation for later employment.

Equal educational opportunities will be assured to all students by providing access to Education for Employment programs and services in a nondiscriminatory and equitable manner.

Education for Employment programs will be provided to youth and adults through a regionally organized secondary delivery system and the existing system of community colleges.

Education for Employment programs that are supported with state and federal funds will be responsive to the changing nature of the labor market; to technological advances; to the changing characteristics of the workforce; and to the academic, technical and attitudinal development of their students.

Education for Employment programs and services will include a systematic program of curriculum renewal, staff development, and equipment modernization, each developed in conjunction with employers in their geographical area.

The State Board's Administrative Plan for education for employment was also approved on December 13, 1984. The Administrative Plan focused on several aspects of the education for employment program including relationships between the State Board and the Illinois Community College Board, increased collaboration with commerce and industry, revision in existing administrative regulations and data collection for preparing annual budget recommendations. However, the most dramatic component of the State Board's Administrative Plan outlined a three year process addressing the need for substantial change in local education for employment programs.

This three year process involved formulating consortia of public schools to address, in a regional context, issues related to the quality, access and efficiency of their local programs. The consortia, working with their respective community college(s), have come to be called "regional systems."

The approval of the new Policy Statement and Administrative Plan by the State Board of Education charted a new course for Illinois' education for employment program. Throughout this period of intensive study, the Illinois Council on Vocational Education has been actively involved in providing data and formulating recommendations as a part of its commitment to improving/expanding the State's education for employment programs and services.

IMPLEMENTATION OF ILLINOIS' EDUCATION FOR EMPLOYMENT POLICY AND ADMINISTRATIVE PLAN

The State Board of Education should be commended for charting a new policy, approving the Administrative Plan to implement that policy and directing much of the federal and state resources to accomplish meaningful change. Since the approval of the new Policy Statement and Administrative Plan on Education for Employment, much has been accomplished.

1. The State Board has revised administrative rules and regulations for vocational education.

2. Budget recommendations by the State Board have consistently included requests for increased funding for the State's education for employment program. Unfortunately, additional state fiscal resources have not been made available to allow the State Board to increase funding for education for employment programs.

3. Commerce and industry have become more directly involved in the State's education for employment program. Among others, commerce and industry have assisted regional system directors in defining new program and service needs, assisted in substantial curriculum revision at the State and regional levels and offered summer experiences for vocational teachers participating in the new Vocational Instruction Practicum.

4. The Illinois State Board of Education and the Illinois Community College Board have been working closely with one another to address statewide issues affecting postsecondary education for employment programs.

Even though many areas identified in the Administrative Plan have been addressed, the State Board of Education has focused the largest percentage of its staff and fiscal resources in assisting the new regional systems as they conduct curriculum, staff development and other activities. The new regional systems have undertaken much of the work which used to be the responsibility of each local school district.

Regional systems are charged with providing leadership to implement the State Board's policy on education for employment. At the same time, regional systems must address many of the statutory responsibilities identified by the Congress in the Carl D. Perkins Vocational Education Act. Clearly, the State Board is committed to focusing attention on regional systems, wherein public schools and community colleges can collectively address the three guiding principles for the education for employment initiative--quality, access, and efficiency.

While the practices of regional systems may vary from one to another, their efforts may generally be identified with respect to their work in one or more of the following categories:

- PROGRAM IMPROVEMENT--including needs assessment activities which involve the verification and analysis of worker-validated task lists to improve programs and courses.

- STUDENT SERVICES ACTIVITIES--including addressing the needs of special target groups such as the handicapped, disadvantaged, and limited-English-proficient as well as special guidance activities for the area's youth and adults.

- ARTICULATION--including work with the respective community college(s) and JTPA service delivery agents among others.

- FISCAL REPORTING--including preparation of vocational education claims for reimbursements and participation in various fiscal and programmatic audits among others.

- SPECIAL GRANTS--including application for Quality Assistance Program funds to support staff in-service activities, Building Fairness activities to support sex equity and job fairness, and Building Opportunity grants to support the needs of single parents.

- EVALUATION--including field testing of a new evaluation system developed by the State Board to assess regional education for employment programs and services.

- PLANNING AND GOAL SETTING–including discussion with local administrators, commerce and industry for operational and strategic planning.

- MANAGEMENT–including responsibility for an administrative support grant from the State Board, as well as an array of personnel and fiscal agent responsibilities.

- COMMERCE AND INDUSTRY RELATIONSHIPS–including work with all manner of advisory groups for activities such as public relations, curriculum validation, internship experiences, etc.

- COMMUNICATIONS–including internal and external communication activities designed to acquaint the teachers, counselors, and administrators with new regional system initiatives.

- YOUTH ORGANIZATIONS–including support for vocational youth organizations which may not operate in a regional context.

- EQUIPMENT SUPPORT–including budgeting, purchasing, and inventory of equipment provided with funds from State or local sources.

- PERSONNEL DEVELOPMENT–including providing workshops, meetings and conferences for regional representatives from the schools.

- PROFESSIONAL INVOLVEMENT–including work with State Board task forces, advisory groups and professional associations.

Without question, the charge for a regional system is substantial. While the changes initiated by the State Board in 1984 have been gradual, they have nonetheless required a substantial change in relationships between and among people, schools, agencies and organizations which have existed in some cases for more than 80 years.

State and regional problems might have been anticipated with such a dramatic shift in policy. Now, four years after approval of the State Board's Policy and Administrative Plan, the Illinois Council on Vocational Education is offering advice in the context of strengthening the State's education for employment initiative. The Council's policy recommendations result from 1) extensive review of education for employment historical documents and 2) input from Illinois constituencies involved to varying degrees in the changes brought about by the education for employment initiative. Almost 100 participants in four public hearings have helped the Council to clarify important issues for the State Board to consider as it continues to implement the Education for Employment Policy and Administrative Plan.

THE IMPROVEMENT/EXPANSION OF THE STATE AND LOCAL EDUCATION FOR EMPLOYMENT INITIATIVE

Since 1982-83, the State Advisory Council for Adult, Vocational and Technical Education (later renamed the Illinois Council on Vocational Education) has been actively involved in the study and implementation phases of the State Board's education for employment initiative. During this period, the Council has collected data and issued several reports to assist in describing problems and challenges associated with the education for employment initiative. In two of the latest reports Progress Toward Implementation of the Education for Employment Policy and Education for Employment: What's Working? What's Not? the Council has collected data to enable its members to focus discussions on the issue of education for employment.

After substantial study and discussion, the Council concludes that neither the State Board policy on education for employment or the Administrative Plan are flawed. To the contrary, efforts by State Board staff to carry out the Policy and Administrative Plan are to be applauded.

Many variables have surfaced which might have received greater attention. Among others, these include challenges associated with school finance, educational reform, university admissions requirements, and new federal legislation. It is commendable that the Board has been able to focus its attention on education for employment policy in addition to these other challenges.

Further, it is a tribute to the resolve of local schools that during this period they have formed 61 regions to improve education for employment programs and services. It is this local creativity and resolve which should be strengthened as the framework for continued implementation of the education for employment initiative.

The Council concludes that problems associated with implementation of the education for employment Policy and Administrative Plan are not of sufficient magnitude to warrant a complete modification. When the Council learned of a problem in one region, more often than not, a solution had been identified for a similar problem in another region.

A more fundamental need involves two subtle shifts in implementation of the education for employment policy. First, education for employment should be viewed in the context of broader governmental policy on employment and training. The State Board's employment and training activity must be closely aligned with other state agency programs. Second, greater responsibility in the implementation of the education for employment initiative should be transferred from the State Board of regional systems and community colleges.

It is time to reemphasize one of the key conclusions reached in the State Board's study on education for employment.

> *An important principle of participation holds that people affected by a new policy will be better served if they have cooperated in its design. This principle should be recognized in attempting to improve the State's education for employment program. It is highly unlikely that one best system can ever be developed to accommodate unique urban and rural needs. The State's interest in this area lies in setting conditions which will establish a reasonable and appropriate mechanism for high quality program development. (A Policy and Plan for Education for Employment, 1984)*

In the concluding sections of this report, the Council will suggest alternative options to point the direction for implementing State policy and actions related to education for employment. The several options which follow are organized with respect to the five statements of policy adopted by the State Board in 1984. These options should be viewed as constructive in nature and as points of discussion for the State Board. Detailed planning will be necessary to implement these options.

OPTION TO IMPROVE THE PREPARATION OF HIGH SCHOOL YOUTH

The first policy statement identified by the State Board suggests the important need to bring together learning in such a way that the acquisition of basic, technical, and attitudinal skills are closely related to one another. Unfortunately, the statements of student learning outcomes approved by the State Board on June 28, 1984, did not include an emphasis on the important contributions that the high school curriculum can make in preparing all students for future work.

Several fundamental questions must be addressed. Is it important for all students to acquire self-knowledge in relation to different occupational pursuits? Is it important for all students to become aware of the role that work will plan in their lives (and their community's)? Should youth be informed about the requirements of different careers and what education or experience is needed to enter them?

Future State Board actions should emphasize identifying the learning outcomes appropriate for all students with respect to preparation for work. These outcomes should be identified and used as a catalyst to bring together those parts of the school curriculum which occur in a classroom or applied setting.

While the well-intended policies by the State Board (and later the Illinois Board of Higher Education) to improve students' achievement in areas fundamental to their continuing development are laudable, these policies have

made it more difficult for students to become aware of their interests, abilities, and aptitudes related to their future occupational pursuits.

Therefore, the Council recommends that future implementation of the State Board's education for employment policy should

- Identify clearly those outcomes which all students must possess in order to prepare them for their future work roles and take appropriate measures to bring together teachers in the high schools to address these outcomes in an array of classroom and applied settings.

OPTIONS TO ASSURE EQUAL EDUCATIONAL OPPORTUNITY

The State Board's second policy statement on education for employment recognizes the State's important role in addressing issues related to equal access. The education for employment system has a special responsibility to serve students with special needs providing them with programs and services appropriate to immediate employment or advanced education.

Efforts by the State Board to address sex equity, single parents, teenage parents, and other similar issues are noteworthy. However, continuing challenges associated with providing services to special populations are formidable. These challenges include the continuing high number of youth who leave school before graduation, the increasing number of youth in the high schools who receive special education services, the burgeoning group of limited-English-proficient youth and adults and the increasing number of postsecondary-age youth who need training or retraining.

Therefore, the Council recommends that future implementation of the State Board's Education for Employment policy should

- Formalize linkages at the State and regional levels with individuals and organizations providing special programs and services for high school dropouts.

- Formalize linkages at the State and regional levels with individuals and organizations providing specialized education services to youth and adults.

- Expand the scope of activity associated with providing special programs and services for limited-English- proficient youth and adults.

- Expand the scope of activity with the State's community colleges as they provide training and/or retraining to the State's adult population.

OPTIONS TO IMPROVE THE REGIONALLY ORGANIZED DELIVERY SYSTEM

The State Board's third policy statement on education for employment calls for a regionally organized secondary delivery system related closely to the State's community college system.

While the State Board has been actively pursuing implementation of the Administrative Plan on education for employment, there continues to be a lack of State policy on employment and training. Absence of a statewide policy makes it difficult for regional systems and community colleges to focus efforts collectively with other agencies.

The Intergovernmental Cooperation Commission has addressed this issue, yet recommendations regarding state-level policy and governance have been slow in coming. As an active player in the employment and training community, the State Board can provide leadership to promote broad State policy on education for employment.

The State Board has put in place a system which allows local schools to work together to address principles of quality, access, and efficiency. However, regions are often far too reliant on the State Board for administrative direction. Similarly, the State Board has not been reluctant to provide administrative direction. This reliance on administrative direction has the effect of limiting the regions' ability to identify creative solutions to problems of a regional, not statewide nature.

A range of State Board activities have been implemented to assist the regions as they address principles of quality, access, and efficiency. Many of the regions have experienced unique problems which cannot be accommodated by implementing unilateral statewide practices. How can schools share programs if a bridge is under repair making travel time between schools impractical? Are the priorities for new program development substantially different for a region with a high number of teenage parents from those of a region experiencing dramatic increases in the number of limited-English-proficient students? These are examples of questions which should be addressed at the regional level.

The State Board should identify the broad parameters around which the regions will operate, clearly setting the standards for quality, access, and efficiency. State Board administrative direction should promote regional participation (tempered with appropriate measures of accountability) putting the responsibility for solving regional problems where it belongs- at the regional level.

Therefore, the Council recommends that future implementation of the State Board's education for employment policy should

- Provide leadership with representatives of the Intergovernmental Cooperation Commission and others to formulate a broad statewide policy on employment and training.

- Encourage education for employment regions to identify, on their own, creative solutions to addressing the principles of quality, access, and efficiency by providing leadership to "guide" the regions as they address these principles.

OPTION TO ADDRESS CHALLENGES ASSOCIATED WITH THE CHANGING NATURE OF WORK

The State Board's fourth policy statement on education for employment recognizes the important need to encourage regional systems and community colleges to establish a framework for future program development.

The adult vocational education program should continue to flourish as the State's population continues to grow older. New technological advances associated with research and development in the sciences will stimulate the need for new education for employment programs. Recent welfare reform legislation may open up new avenues for programs and services for adults who have been receiving general assistance. These and other developments require a continuing focus on the future. The State's role in continuing to provide leadership in the identification of these developments and the assessment of their impact on local programs is essential.

Therefore, the Council recommends that future implementation of the State Board's Education for employment should

- Continue to support an aggressive program of applied research and development to provide leadership to regional systems and community colleges in promoting new programs and services for youth and adults who are preparing for immediate employment or advanced education.

OPTIONS TO MODERNIZE EDUCATION FOR EMPLOYMENT PROGRAMS

The fifth policy on education for employment focuses on important needs for curriculum renewal, staff development, and equipment modernization. The State Board, regional systems and community colleges have been involved in substantive efforts to improve curriculum through the identification and verification of tasks and the articulation of curriculum among secondary and postsecondary schools.

Major initiatives in staff development include the use of Quality Assistance Plan funds for personnel development. There continues to be exemplary support at all levels for the Vocational Instruction Practicum.

Some funding has been made available to assist regional systems and community colleges in modernizing equipment. Unfortunately, this funding is nowhere near that needed to allow agencies to purchase state-of-the-art equipment.

The Council has identified three areas which will require alternative practices by the Board as it continues to implement this policy statement.

While the State Board's education for employment policy suggests the important need to modernize and improve education for employment programs, the State's fiscal contribution to this policy has been limited. Repeated efforts to increase appropriations have not been successful. The State Board should continue to seek increased State appropriations; however, other practices should be considered to encourage regions to modernize and expand their programs.

Data regarding work experience programs which help students relate education and work are noteworthy. Many of the State's youth and adults have benefited from cooperative programs which offer unique opportunities for students to study in state-of-the-art settings with representatives of the private sector. The State Board should encourage regions and community colleges to consider work experience programs as one way to address issues related to improving the quality of their programs.

In its discussions, the Council continues to be concerned about the small number of new teachers exiting the State's colleges and universities. While the provisional vocational certificate allows districts to hire teachers with important technical skills, there is no guarantee that these new teachers possess the instructional competencies necessary to organize and manage instruction. Further, the use of the provisional vocational certificate in some occupational areas, e.g., health occupations, has become a primary, rather than a secondary, means of entry into the teaching profession. It will be important to continue to focus on preparing new teachers with the general, technical and professional skills necessary to provide high-quality instruction.

Finally, it is important for advisory groups to continue their active role in regional system development. Advisory councils provide a vital link between the education community and representatives of local communities. Among others, advisory councils can assist educators as they keep current about employment opportunities; learn about new and emerging job skills; help workers who need to be retrained or need to upgrade their skills; learn about rapidly changing technologies; understand the labor market and economy of the community; identify academic knowledge which will complement students' technical competence; and improve equipment and facilities of vocational programs.

Therefore, the Illinois Council on Vocational Education recommends that future implementation of the State Board's education for employment policy should

- Promote use for program improvement resources available through the Carl D. Perkins Vocational Education Act to establish an annual "new program" allocation for regional systems and community colleges as a means of allowing them to support curriculum, staff development and equipment for new and emerging occupational programs.

- Encourage regions and community colleges to consider implementation of work experience programs as one means of improving the nature and scope of programs offered for youth and adults.

- Improve and expand those aspects of State Board of Education and Illinois Board of Higher Education relationships to prepare new teachers for positions in secondary and postsecondary settings.

- Involve the private sector for assistance in modernizing education for employment programs by utilizing advisory councils in all regions, with membership representatives of the regional workforce.

SUMMARY

The Illinois Council on Vocational Education has concluded that neither the State Board of Education Policy Statement on education for employment nor the Administrative Plan are flawed. Problems are not of sufficient magnitude to warrant substantive modification. However, The Council has suggested several options for refocusing the implementation of that policy.

OPTION TO IMPROVE THE PREPARATION OF HIGH SCHOOL YOUTH

- Identify clearly those outcomes which all students must possess in order to prepare them for their future work roles and take appropriate measures to bring together teachers in the high schools to address these outcomes in an array of classroom and applied settings.

OPTIONS TO ASSURE EQUAL EDUCATIONAL OPPORTUNITY

- Formalize linkages at the State and regional levels with individuals and organizations providing special programs and services for high school dropouts.
- Formalize linkages at the State and regional levels with individuals and organizations providing specialized education services to youth and adults.
- Expand the scope of activity associated with providing special programs and services for limited-English-proficient youth and adults.
- Expand the scope of activity with the State's community colleges as they provide training and/or retraining to the State's adult population.

OPTIONS TO IMPROVE THE REGIONALLY ORGANIZED DELIVERY SYSTEM

- Provide leadership with representatives of the Intergovernmental Cooperation Commission and others to formulate a broad statewide policy on employment and training.
- Encourage education for employment regions to identify, on their own, creative solutions to addressing the principles of quality, access, and efficiency by providing leadership to "guide" the regions as they address these principles.

OPTION TO ADDRESS CHALLENGES ASSOCIATED WITH THE CHANGING NATURE OF WORK

- Continue to support an aggressive program of applied research and development to provide leadership to regional systems and community colleges in promoting new programs and services for youth and adults who are preparing for immediate employment or advanced education.

OPTIONS TO MODERNIZE EDUCATION FOR EMPLOYMENT PROGRAMS

- Promote use for program improvement resources available through the Carl D. Perkins Vocational Education Act to establish an annual "new program" allocation for regional systems and community colleges as a means of allowing them to support curriculum, staff development and equipment for new and emerging occupational programs.

- Encourage regions and community colleges to consider implementation of work experience programs as one means of improving the nature and scope of programs offered for youth and adults.

- Improve and expand those aspects of State Board of Education and Illinois Board of Higher Education relationships to prepare new teachers for positions in secondary and postsecondary settings.

- Involve the private sector for assistance in modernizing education for employment programs by utilizing advisory councils in all regions with membership representatives of the regional workforce.

The Council will offer advice and assistance to the State Board as it considers detailed planning with respect to each of these options. The Council considers these options, while dramatic in their scope, critical to long-term success of the State Board's education for employment initiative.

FEDERAL FUNDING STATEMENT

Federal Vocational Education funds provided through P.L. 98-524, The Carl D. Perkins Vocational Education Act of 1984, were used to publish this report by the State of Illinois Council on Vocational Education.

ICoVE MEMBERSHIP

GERALD W. SCHMIDT
ICoVE Chair, 1988-89
Manager, Training & Public Affairs
Caterpillar, Inc.
Aurora, IL

HON. GORDON L. ROPP
ICoVE Past Chair, 1986-88
State Representative, 88th District
Dairy Farmer
Bloomington, IL

HARTZEL L. BLACK
ICoVE Vice Chair
Dean, Correctional Education
Southeastern Illinois College
Central Administration Office for
Correctional Education
Vienna, IL

ROBERT M. BECKWITH
Manager, Education & Small Business Depts.
Illinois State Chamber of Commerce
Chicago, IL

RONALD BORELLI
President
CBM Computer Center &
James F. Cahill and Co.
Peru, IL

JAMES E. DENNY
Director, Organization/Human
Resource Development
International Minerals & Chemical Corp.
Mundelein, IL

MARIE MALINAUSKAS
Conference Coordinator
Division of Continuing Education
Southern Illinois University
Carbondale, IL

INA MINSKY
Career Counselor
Jewish Vocational Service
Skokie, IL

RONALD C. MOREHEAD
Field Representative
Illinois AFL-CIO
Manpower Assistance Program
Bloomington, IL

DR. JOSEPH C. PILAND
President
Highland Community College
Freeport, IL

VALEE L. SALONE, Esq., ACSW
Executive Director
Nia-Comprehensive Center for
Developmental Disabilities
Chicago, IL

MARY BETH STINE
System Director
Clay-Jasper-Richland-North Wayne
Regional Vocational System
Flora, IL

GERALD M. SULLIVAN
Secretary/Treasurer
Chicago Journeymen Plumbers
Local #130
Chicago, IL

ICoVE STAFF

PETER JOHNSON
Executive Director

CAROL MOELLMAN
Assistant Executive Director

KRISTI KATCHER
Secretary

PEGGY ITTENBACH
Secretary

ILLINOIS COUNCIL ON
VOCATIONAL EDUCATION
100 Alzina Building
100 North First Street
Springfield, Illinois 62702-5186
(217) 782-2892

Investing in People

An Equal Opportunity Employer

Printed by the Authority of the State of Illinois
May 1989 1M 9-883B-95 No. 129